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6 IN THE UNITED STATES DISTRICT COURT  
7 FOR THE DISTRICT OF ARIZONA

8 International Society for the Protection ) No. CV-22-08114-PCT-SPL  
9 of Mustangs and Burros, )  
10 Plaintiff, ) **ORDER**  
11 vs. )  
12 United States Department of )  
13 Agriculture, et al., )  
14 Defendants. )

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16 Before the Court is Plaintiff International Society for the Protection of Mustangs  
17 and Burros' ("Plaintiff") Motion for Temporary Restraining Order<sup>1</sup> (Doc. 13). Plaintiff  
18 alleges that Defendants have captured and impounded certain horses found on the Apache  
19 National Forest. Plaintiff asserts that Defendants plan to hold a public sale of the horses  
20 and seeks a temporary restraining order ("TRO") enjoining Defendants from doing so.

21 **I. BACKGROUND**

22 On June 28, 2022, Plaintiff filed a Complaint (Doc. 1), seeking declaratory relief as  
23 it relates to the United States Forest Service's alleged capture, removal, and impending sale  
24 of horses found on Apache National Forest land.<sup>2</sup> On July 12, 2022, Plaintiff filed this

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26 <sup>1</sup> In its request, Plaintiff asks that Defendants be called to show cause why a  
27 preliminary injunction should not issue. This improperly shifts the burden for seeking an  
28 injunction, which resides with the moving party. Therefore, for purposes of this motion,  
the Court has treated Plaintiff's Motion for TRO as a Motion for Preliminary Injunction  
because the standard is the same for each.

<sup>2</sup> Plaintiff has since filed an Amended Complaint (Doc. 11).

1 Motion requesting the issuance of a TRO preventing Defendants from selling the horses.  
 2 (Doc. 13 at 1–2). According to Plaintiff, the horses are not “unauthorized livestock”—as  
 3 Defendants claim—but rather wild, free-roaming horses that are federally protected. (*Id.* at  
 4 2). Plaintiff asserts that their removal and sale violates the National Environmental Policy  
 5 Act, the Wild Free-Roaming Horses and Burros Act of 1971, and the Administrative  
 6 Procedures Act. (*Id.* at 5). The sale of the horses is currently scheduled for July 14, 20, and  
 7 21, 2022. (*Id.* at 1).

## 8 **II. LEGAL STANDARD AND DISCUSSION**

9 A request for a TRO is analyzed under the same standards as a request for a  
 10 preliminary injunction. *Stuhlbarg Int’l Sales Co., Inc. v. John D. Brush & Co., Inc.*, 240  
 11 F.3d 832, 839 n.7 (9th Cir. 2001). “A preliminary injunction is ‘an extraordinary and drastic  
 12 remedy, one that should not be granted unless the movant, by a clear showing, carries the  
 13 burden of persuasion.’” *Lopez v. Brewer*, 680 F.3d 1068, 1072 (9th Cir. 2012) (quoting  
 14 *Mazurek v. Armstrong*, 520 U.S. 968, 972 (1997) (per curiam) (emphasis omitted)); *see*  
 15 *also Winter v. Nat. Res. Def. Council, Inc.*, 555 U.S. 7, 24 (2008) (citation omitted) (“A  
 16 preliminary injunction is an extraordinary remedy never awarded as of right”). A party  
 17 seeking injunctive relief under Rule 65 of the Federal Rules of Civil Procedure must show  
 18 that: (1) it is likely to succeed on the merits; (2) it is likely to suffer irreparable harm in the  
 19 absence of injunctive relief; (3) the balance of equities tips in its favor; and (4) an injunction  
 20 is in the public interest.<sup>3</sup> *Winter*, 555 U.S. at 20; *Stuhlbarg*, 240 F.3d at 839, n.7; *Pom*  
 21 *Wonderful LLC v. Hubbard*, 775 F.3d 1118, 1124 (9th Cir. 2014); *Pimentel v. Dreyfus*, 670  
 22 F.3d 1096, 1105–06 (9th Cir. 2012). Where a movant seeks a mandatory—rather than a  
 23 prohibitory—injunction, the request for injunctive relief is “subject to a heightened

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 25 <sup>3</sup> The Ninth Circuit observes a “sliding scale” approach, in that these elements “are  
 26 balanced, so that a stronger showing of one element may offset a weaker showing of  
 27 another.” *All. for the Wild Rockies v. Cottrell*, 632 F.3d 1127, 1131 (9th Cir. 2011). Thus,  
 28 by example, an injunction can issue where there are “‘serious questions going to the merits’  
 and a balance of hardships that tips sharply towards the plaintiff . . . so long as the plaintiff  
 also shows that there is a likelihood of irreparable injury and that the injunction is in the  
 public interest.” *Id.* at 1135.

1 scrutiny and should not be issued unless the facts and law clearly favor the moving party.”  
 2 *Dahl v. HEM Pharms. Corp.*, 7 F.3d 1399, 1403 (9th Cir. 1993).<sup>4</sup>

3 Plaintiff’s allegations that Defendants plan to sell the horses as soon as July 14,  
 4 2022 leads the Court to find that Plaintiff is likely to suffer irreparable harm in the absence  
 5 of a TRO pending a hearing on the merits of a preliminary injunction. If Plaintiff’s  
 6 allegations are taken as true, the captured horses are not “unauthorized livestock” that are  
 7 subject to capture and sale by the federal government, but rather they are wild, free-roaming  
 8 horses that are protected by several federal laws and that should remain in the Apache  
 9 National Forest. If a TRO is not issued, the horses would be sold and permanently removed  
 10 from their Apache National Forest habitat before any determination could be made as to  
 11 whether they are “unauthorized livestock” or if they are instead federally protected, wild,  
 12 free-roaming horses. The allegations in Plaintiff’s verified complaint demonstrate that  
 13 Plaintiff has a strong likelihood of success on the merits of its claims under the National  
 14 Environmental Policy Act, the Wild Free-Roaming Horses and Burros Act of 1971, and  
 15 the Administrative Procedures Act. The allegations in Plaintiff’s verified complaint also  
 16 demonstrate that the balance of the equities in this case clearly tips in favor of maintaining  
 17 the status quo. In the absence of a TRO, the horses could be sold and there would be no  
 18 recourse or meaningful remedy for Plaintiff, even if it is later determined—at the  
 19 preliminary injunction hearing or during litigation—that the horses are federally protected,  
 20 wild, free-roaming horses. Conversely, Defendants would not face any obvious hardship if  
 21 a TRO were issued because the sale of the horses could always be held at a later date if it  
 22 is determined that the horses are indeed “unauthorized livestock.” Finally, the Court finds  
 23 that a TRO would protect the public interest by maintaining the status quo until a

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 25 <sup>4</sup> “A mandatory injunction orders a responsible party to take action,” while “a  
 26 prohibitory injunction prohibits a party from taking action and preserves the status quo  
 27 pending a determination of the action on the merits.” *Marlyn Nutraceuticals, Inc. v. Mucos*  
 28 *Pharma GmbH & Co.*, 571 F.3d 873, 879 (9th Cir. 2009) (internal quotation marks  
 omitted). “The ‘status quo’ refers to the legally relevant relationship between the parties  
 before the controversy arose.” *Ariz. Dream Act Coal. v. Brewer*, 757 F.3d 1053, 1060–61  
 (9th Cir. 2014).

1 preliminary injunction hearing can be held.

2 The Court finds that Plaintiff has sufficiently met all four prongs that are required  
3 for a TRO to issue. However, Plaintiff requests that the TRO issue *without notice*, which  
4 creates an additional level of analysis for the Court. Unlike a preliminary injunction, *see*  
5 Fed. R. Civ. P. 65(a), a TRO *may* be entered “without written or oral notice to the adverse  
6 party,” Fed. R. Civ. P. 65(b). A TRO may issue, *ex parte*, only where there are:  
7 “(A) specific facts in an affidavit or a verified complaint clearly show that immediate and  
8 irreparable injury, loss, or damage will result to the movant before the adverse party can  
9 be heard in opposition; and (B) the movant’s attorney certifies in writing any efforts made  
10 to give notice and the reasons why it should not be required.” Fed. R. Civ. P. 65(b).

11 Here, Plaintiff has met both requirements. As to the first, Plaintiff attaches a verified  
12 complaint (Doc. 13-1 at 2–22) to the Motion that—as discussed above—clearly shows that  
13 immediate and irreparable harm will result as soon as July 14, 2022, which is before  
14 Defendants could be heard in opposition. As to the second requirement, Plaintiff’s counsel  
15 submitted a Declaration (Doc. 13-4 at 2–5) in which he certifies that he is unsure whether  
16 it will be possible to effectuate timely formal service given “the immediacy of the  
17 impending sale.” (*Id.* at 3). He asserts that his office “did make an attempt at informal  
18 notice” when attorney Rita M. Gara called Defendant Judy Palmer on July 11, 2022 and  
19 left a voicemail message. (*Id.*). Moreover, Plaintiff’s counsel asserts that “[f]urther  
20 attempts at notice will be made, including the immediate forwarding of the Application  
21 and its attendant documents to a process server in an attempt to provide formal service as  
22 soon as possible.” (*Id.* at 4). All told, the Court is satisfied that Plaintiff has complied with  
23 Rule 65(b)’s requirements for an *ex parte* TRO.

24 Accordingly,

25 **IT IS ORDERED:**

26 1. **TRO**: That Plaintiff’s Motion for Temporary Restraining Order (Doc. 13) is  
27 **granted** to the extent Plaintiff seeks a TRO enjoining the sale of the horses. Plaintiff’s  
28 Motion for Temporary Restraining Order (Doc. 13) is **denied** to the extent Plaintiff seeks

1 an Order to Show Cause why a preliminary injunction should not be issued. Defendants  
2 United States Department of Agriculture, Tom Vilsack, United States Forest Service, and  
3 Judy Palmer—as well as their officers, agents, servants, employees, attorneys, and any  
4 person acting in concert or participation with them or acting at their direction or control,  
5 directly or indirectly—are **prohibited from selling**, until further order of this Court, any  
6 of the unclaimed, unbranded horses captured and removed from the Apache National  
7 Forest and scheduled for sale on July 14, 20, and 21, 2022.

8 2. **Service:** That, no later than close of business on **July 13, 2022**, Plaintiff must  
9 serve a copy on Defendants and file proof of service with the Court of the following: (1) the  
10 Complaint; (2) the Motion for TRO and attachments; and (3) this Order.

11 3. **Hearing:** That a Preliminary Injunction Hearing is set for **July 22, 2022 at**  
12 **1:30 p.m.**, before the Honorable Judge Steven P. Logan, United States District Judge, in  
13 the Sandra Day O'Connor United States Courthouse, located at 401 West Washington  
14 Street, Phoenix, Arizona 85003, 5th Floor, Courtroom 501.

15 4. **Briefing:** That Defendants shall have until the close of business on **July 18,**  
16 **2022** to file any Response to Plaintiff's Motion; Plaintiff shall have until the close of  
17 business on **July 20, 2022** to file any Reply in support of their Motion.

18 5. **Joint Notice:** That the parties shall file a Joint Notice by **July 15, 2022**,  
19 indicating whether the motion may be decided on the briefing and argument of counsel  
20 alone.

21 6. **Proposed Injunction:** That Plaintiff shall submit a proposed form of  
22 preliminary injunction no later than **July 18, 2022**.

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Dated this 12th day of July, 2022.

  
Honorable Steven P. Logan  
United States District Judge